AFI 63-124



PERFORMANCE BASED SERVICE ACQUISITION (PBSA) PHASE I TRAINING





BACKGROUND ON IMPLEMENTATION OF AFI 63-124

- **#1** April 1999 Initial Publication
- **#9** February 2004 Interim Change
- **#1** Aug 2005 First Revision
- **#9 Aug 2005 AFMC delayed** Implementation
- **#16 Sep 2005 AFMC**Implementation

COURSE OBJECTIVE

Provide the student with the knowledge and skills required to perform QAP duties to ensure the government is receiving the services it contracts for

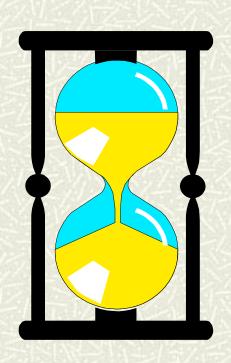
COURSE OVERVIEW

ATTENDEES

Quality Assurance Personnel (Mandatory)
Multi-Functional Teams (MFT)
(Recommended)

COURSE MATERIALS:

- * AFI 63-124, 1 Aug 2005
- * Slides/Note Pages
- * QAP Assessment Documents
- * Acronym/Abbreviations List
- * Do's & Don'ts for QAPs



CLASS INTRODUCTIONS

#Name

#Organization

Type of Contract

Experience



PHILOSOPHY OF PBSA

The goal of PBSA is to design mission support strategies that obtain higher levels of:

contractor performance foster synergistic partnerships accommodate changing mission needs leverage commercial best practices

http://www.dau.mil/pubs/misc/PBSA_GUIDEBOOK.pdf

PBSA PROCESS

PBSA begins with the planning of the acquisition by the MFT and consists of

- Acquisition Strategy
- Market Research
- Write the PWS
- Write the PP
- Performance Metrics Ensure that performance metrics align with the PWS and mission objectives

APPLICATION OF AFI 63-124

This AFI is applicable to all Service Acquisitions with an annual contract value <u>above</u> the Simplified Acquisition Threshold (SAT) (\$100,000.00) (FAR 2.101)

APPLICATION OF AFI 63-124

Exemptions in FAR 37.102 (a) (1)

Use performance based contracting methods to the maximum extent practicable, except for:

- Architect-Engineer Services
- Construction
- Utility Services
- Services that are incidental to supply purchases

DEFINITION OF A SERVICE CONTRACT

One which directly engages a contractor's

time and effort whose primary purpose is

to perform an identifiable task rather than

furnish an end item of supply

PRINCIPLES OF PBSA

Some of the areas in which service contracts are found include the following:

- Maintenance, overhaul, repair, servicing, rehabilitation, salvage, modernization, or modification of supplies, systems or equipment
- Routine recurring maintenance of real property
- Housekeeping and base services

PRINCIPLES OF PBSA

- Advisory & Assistance services (A&AS)
- Operation of Government-owned equipment facilities and systems
 - Communications services
 - Architect-Engineering
- Transportation and related services
 - Research and Development

ELEMENTS OF PERFORMANCE-BASED

#Requirements are outcome- based

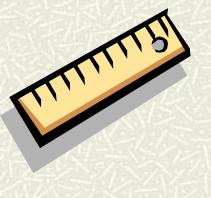
♯Includes performance thresholds

#Surveillance methods focus on end results, not the process

BENEFITS OF PBSA

#Reduces contract pricesand improved
performance





- **#Contain measurable**performance
 requirements
- **Provides contractor** flexibility

BENEFITS OF PBSA

- **#Requires less** surveillance
- **■Motivates contractors to**use innovative and cost
 effective approaches



STANDARDS OF CONDUCT ETHICS

#Government Standards of Conduct

Bribery

#Gratuities



UNAUTHORIZED COMMITMENTS

An agreement that is not binding solely

because the government representative who

made it lacked the authority to enter into

agreement on behalf of the government

RATIFICATIONS

The act of approving an unauthorized commitment by an official who has the authority to do so

RATIFICATION PROCESS

- **Statement of Facts**
- ***Management Corrective Action**
- **#Contracting Officer's Actions**
- **# Ratification Authority**

RATIFICATION PROCESS



If not approved



FREEDOM OF INFORMATION ACT

Specifies how federal agencies will make their records available for public review



RELEASE OF INFORMATION

#General Information

Advance AcquisitionInformation

TATIL TATALACTOR TATELACT

DUTIES/RESPONSIBILI TIES



SENIOR LEADERSHIP WING COMMANDER

- Appoint a MFT and QAPC to ensure that service contracts meet mission needs and performance based service acquisitions
- **■**Ensure a service acquisition is designed with performance-based mission support strategy to support contractor performance, partnerships, accommodates changing a desired mission needs
- **Implement a Performance Management**Assessment Program (Quality Program) to satisfy mission requirements
- **■** Ensure performance management focuses on risk management, cost, schedule and performance baselines

SQUADRON COMMANDER/75

- CONS/CC

 Serves as the Business Advisor to Senior Leadership
- **■** Providing the health of services acquisitions to senior leadership annually .
- **Ensure MFT work IAW the FAR, DFARS, AFFARS**
- **■** Ensures the QAPC is appointed and training plans are tailored to local mission and responsibilities
- **■**Ensures FC/FD receives training for PBSA
- **♯**Ensures consistent guidance to customers, functional areas and ACE office by the QAPC

FUNCTIONAL COMMANDER/FUNCTIONAL DIRECTOR (FC/FD)

- **#Squadron commander or Division**Chief
- **♯Identify mission essential** services DoDI 3020.37
- **Assigns primary and alternate**QAPs to each requirement
- **♯Review QAPs assessment records** to ensure it is compatible with contract and mission objectives

FUNCTIONAL COMMANDER/FUNCTIONAL DIRECTOR (FC/FD)

- **#Receive training from QAPC within**30 days of commencement of duties
- **#Provides written notification when**QAPs are removed from the contract
- **♯Notify QAPC when vacating the position**

QUALITY ASSURANCI PERSONNEL (QAP)

- **■QAP** must be appointed and trained prior to assuming QA responsibilities (Phase I and Phase II)
- **■** Evaluate and document contractor's performance IAW the PP on Performance Assessment Report (PAR)
- **Notify the CO of any performance** deficiencies on the Corrective Action Report (CAR)
- **■** Maintain assessment documentation
- Recommend improvements to the PP and PWS
- **■** Participate as a member of the MFT

CONTRACTING OFFICER AFFARS MP5346.103

- **#Advises the MFT on PP development**
- **Manages** the listing of QAP assigned to the contract
- **♯Issues duties & responsibilities**letter to Contractor/QAP
- **#MFT** advisor for developing incentives/remedies tied to performance objectives/thresholds

OFFICER AFFARS MP5346.103

- **♯Conducts Phase II Training (Contract Specific)**
- **♯**Maintains contract file documentation Phase I and Phase II training
- **♯Provide the following copies to the QAPC**PWS, PP, Nomination/Appointment
 Letters, Contractor QC Plan Letter,
 Modifications, Contractor and QAP
 Limitation Letters, Phase II Training
 Certificates

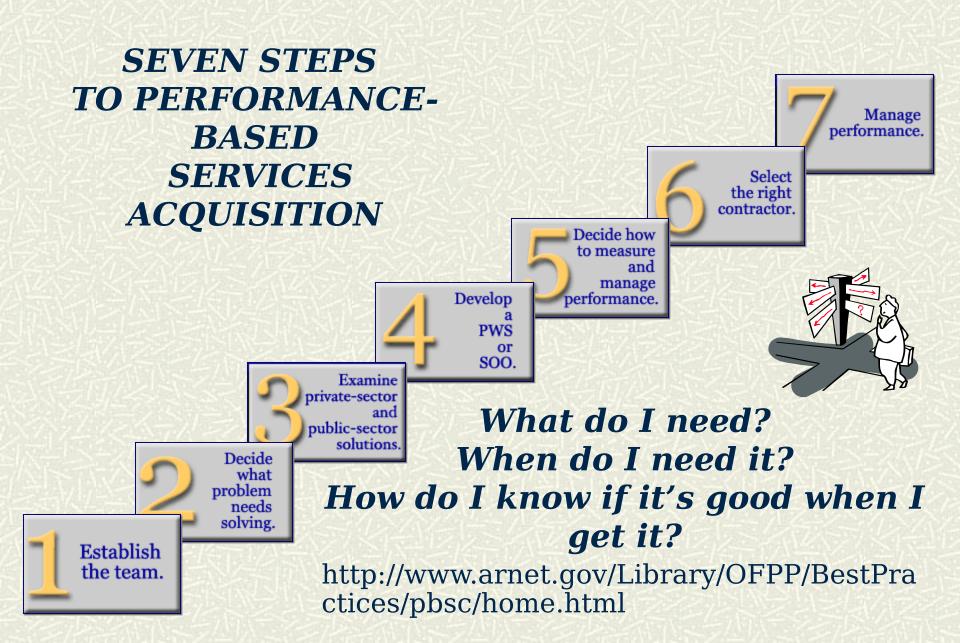
QUALITY ASSURANCE PROGRAM COORDINATOR (QAPC)

- **Supports the MFT in development of contract requirements**
- **■** Provides Phase I Training to QAP, FC/FD and MFT Members
- **Reviews PWS/PP**
- **♯** Processes/maintains/updates QAP appointment and delegation memos



PROGRAM COORDINATOR (QAPC)

- **■** Maintains a master file and database of contracts & QAP assigned to each contract, and training documentation
- **■**Assists in market research efforts of the MFT to determine commercial QA practices
- **♯**Assists in the evaluation of the Contractor's QC Plan
- **♯** Provides refresher training annually to ensure the QAPs are up to date on all required changes



ESTABLISH THE



• Ensure senior management involvement and support.

Tap multi-disciplinary exper

Define roles and responsibilities.

- Develop rules of conduct.
- Empower team members.
- Identify stakeholders and nurture consensus.
- Develop and maintain the knowledge base over the

project life.

"Incent" the team

TEAM MEMBERSHIP



♯ For complex requirements: All stakeholders impacted by the service, CO, QAPC, QAP, FTR

♯ For less complex requirements: CO, QAPC, QAP, FTR



MULTI-FUNCTIONAL TEAM (MFT)

Consists of stakeholders that are responsible for acquisition throughout the life of the requirement Duties and Responsibilities of the team includes:

- * Fostering partnerships with industry
- * Provide support to senior leadership (metrics, data, briefings)
- * Researching the commercial market to ensure MFT is using the most efficient and effective assessment methods
- * Developing, implementing performancebased acquisition strategy

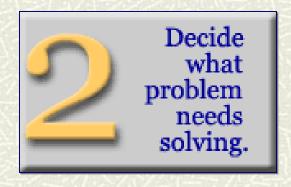
MULTI-FUNCTIONAL TEAM (MFT)

- **■**Manage risk to ensure mission is within cost and schedule constraints
- **■**Developing, implementing and executing source selection
- **■Planning, programming and budgeting adequate funds**
- **#**Completing and reporting annual reviews IAW the Management and oversight of the Acquisition of Services Process (MOASP)
- **♯Identifying opportunities to improve** performance throughout the life of the contract

MULTI-FUNCTIONAL TEAM (MFT)

- **#Assessing and managing**contractor performance to submit
 CPARS report
- **#Measure performance IAW the PP**
- **#Include contractor understands**hazardous, safety, security and
 environmental concerns
- **#Approve the deviation authorized** in para 1.8
- **#Recommend changes to the PP as required**

ANLALYZE/DEFINE REQURIEMENTS



Acquisition Planning

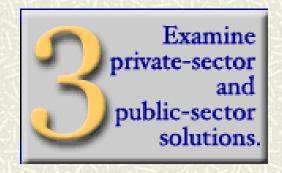
•Link acquisition to mission and performance objectives.

• Define (at a high level) desired results.

• Decide what constitutes success.

• Determine the current level • performance.

MARKET RESEARCH



"The ultimate goal of market research is to help the acquisition team members to become informed consumers. Information derived from market research will help the acquisition team develop the optimum strategy for meeting the requirement."



Performance Based Service

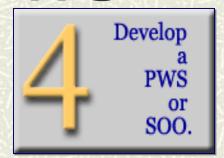
MARKET RESEARCH

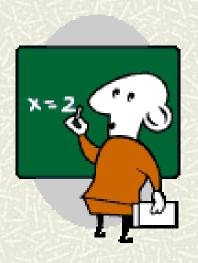
- Take a team approach to market research.
- Spend time learning from public-sector counterparts.
- Talk to private-sector companies before structuring the acquisition.
- Consider one-on-one meetings with industry.
- Look for existing contracts.
- Document market research.

DEVELOPING A PWS

Steps to Develop the:

- **PWS**
- **# Services Summary (SS)**
- **♯ Decide how to measure &** manage
- performance





PEFORMANCE-BASED REQUIREMENTS

PWS defines the requirements in terms of results rather than the method of performing the work.



OUTCOMES

Performance-Based Work Statement (PWS) requires:

- Requirements to be outcome based
- Outcomes must be measurable
- Contractor empowered to use best

IIIIIO VUITOII

From: Specifying "How To"

Continuum

To: Specifying

WRITING A PERFORMANCE-BASED REQUIREMENT

- **Use precise terms**
- **#Clear, concise wording**

#Abbreviations and acrony

#Ambiguous words and p

Examples are found in the SAF/ACQ Contracting Toolkit

http://www.safaq.hq.af.mil/contracting/affars/5337/library-5337-pbsa.html

Local electronic format is also available from QAPC

SECTION I.

- **# Description of Services**
 - * Describes the services required under the contract
 - * Defines those things the contractor would not know from the outcomes alone

SECTION II.

#Services Summary (SS)

A summary of the performance objective and performance threshold required by the government in contractor performance

SERVICES SUMMARY (SS)

Performance Objective	PWS Para.	Performance Threshold
Report generation from consolidated database to support our Customers	1.1	95% all reports are generated within three days

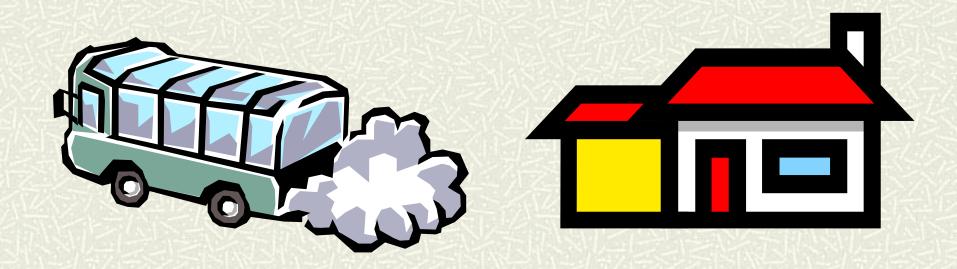
SERVICES SUMMARY (SS)



- **#Captures the overall** requirements at the outcome level
- #"Bird's eye" view of what is on the contract

SECTION III.

Government Furnished Property and Services



SECTION IV. General Information

QAP Responsibilities Hours of Operations, Holidays **Contractor Quality Control Plan** Requirements **Security Issues DODI 3020.37 Identify Mission Essential Services IAW 63-124 para** 2.7.1

SECTION V. Appendices

Workload Estimates
Maps
Unique Definitions
Listings of References

REFERENCES

#AFI 63-124 para 1.4.3 - Cite reference directives (publications, instructions) by specific process/procedure (paragraph, chapter) rather than the entire publicati

PBSA PWS Examples - Yes, No, Maybe

3.1 Task 1. MESA/PD model Manager:

The contractor shall furnish appropriately skilled labor for the management of the XYZ analytical tool called "The Model for Electronic Support and Attack" (MESA) and "Passive Detection" (PD). **Duties include software engineering support** (requirements solicitation and analysis, software design and testing, verification/validation), tool deployment support, and end user training/support. In this role the contractor shall be expected to and make decisions regarding the design and functionality of MESA and PD models for the government during performance. Deliverables include: "Requirements Definition Documents" for use in the

PBSA PWS Examples -Yes, No, Maybe

1.2.3.2 Experience. A minimum of six years experience working in fuels is required; three years in base level general fuels, and three years in a fuels managerial capacity.

XXX The contractor shall have graduated from Harvard with a BS in Fuels Management.

XXX The contractor shall hire three people to man the service desk

XXX The contractor cannot wear "crop tops" and belly rings.

XXX The contractor shall turn off all lights upon leaving the room.

XXX The contractor shall turn off all water facets

PBSA PWS Examples - Yes, No,

Preservation is accomplished only if required by technical orders listed below and only if directed by the CO:

XXX. Accomplish engine preservation in IAW TO 1C-130B/H-2-4 or1C-130(H)H-2-2 and 1C-130H-2-00GE-00-1.

XXX. Remove aircraft storage battery and SCNS battery if installed, store, and maintain as directed in TO 8D2-1-31 or TO 8D2-3-1.

XXX. Treat the aircraft as directed in TOs

MEASURE AND MANAGE PERFORMANCE

Decide how

• Rely on commercial quality standardsperformance

Have the contractor propose the metrics

• Select only a few meaningful measures on which to judge success.

• Include contractual language for negotiated changes to the metrics and measures.

• Apply the contract-type order of precedence carefully.

Use incentive-type contracts.

Consider other incentive tools.

PERFORMANCE PLAN (PP)

- **♯** Provides a systematic method to evaluate the services the contractor is required to perform
- #Elements of the Gov't PP are not contractual
- **■Should be revised or modified as needed throughout the life of the contract**
- **#Ensure** the government receives acceptable contractor performance against contractual requirements
- **Minimum surveillance of the contractor**
- **■** Tailored to each individual contract

PERFORMANCE PLAN (PP)

- **#** Contract assessment is the Prime responsibility of QAP
- **#** Method of surveillance will determine how the QAP will actually evaluate the contractor's performance

CONTENTS OF THE PP

- 1. Objective
- 2. Results expected by the MFT
- 3. Roles and responsibilities of the MFT
- 4. Strategy, methods & tools used to assess the contractor's performance
- 5. Management approach, methods & tools to validate objectives and goals
- 6. Incentive plan to validate the objective & goals of the MFT
- The members of the MFT sign the PP

METHODS OF SURVEILLANCE

How to Determine what method to use:

- * Criticality of the task
- * Lot size
- * Availability of QAPs
- * Value of surveillance in relationship to cost or task criticality
- * Commercial practices as a result of market research

PERIODIC SURVEILLANCE

- * Samples selected on other than 100% or statistically random basis
- * Frequency
 Weekly
 Monthly
 Quarterly



RANDOM SAMPLING

- **#**Appropriate for frequently recurring tasks with a lot size of over 25
- **#Statistically based**
- **★**Assumes the government receives acceptable performance if a given percentage or number of scheduled inspections are found to be acceptable

CUSTOMER COMPLAINTS

QAP is the point of contact and must collect all customer complaints and validate immediately

■Can be used to validate information obtained through other sources

■Need to be validated

#Customer training

■Customer Complaint Record (CCR)

ONE HUNDRED PERCENT INSPECTION

#Inspecting the requirement every time it occurs

May be required when

Critical impact

* Occur infrequently

* Have stringent requirent

PERFORMANCE THRESHOLDS

Percentage ofrequired conformance

Number of allowable deviations from the performance objective to be considered acceptable



PERFORMANCE THRESHOLDS

#Should rarely be 100% or no deviations

♯Directly affects the cost of the service

#May be industry-wide standards

■May be developed by the agency

GUIDANCE FOR RANDOM SAMPLING PROCEDURES

- 1. Method of Surveillance:
- 2. Lot Size:
- 3. Sample Size:
- 4. Performance Threshold:
 - a. Performance is <u>acceptable</u> when (Use your percentage or number of deviations on SS)
 - b. Performance is <u>unacceptable</u> when (Use your percentage or number of deviations on SS)
- 5. Sampling Procedure: (How your random numbers were pulled).
- 6. Inspection Procedure:

PERFORMANCE ASSESSMENT GUIDANCE FOR <u>OTHER THAN</u> RANDOM SAMPLING

- 1. Method of Surveillance:
- 2. Performance Threshold:
 - a. Performance is <u>acceptable</u> when (Use your percentage or number of deviations on SS)
 - b. Performance is <u>unacceptable</u> when (Use your percentage or number of deviations on SS)
- 3. Inspection Procedures:

SAMPLE OF SS AND METHOD OF SURVEILLANCE

Para 1.1 Report generation from consolidated database to support our Customers.

What is important in each of these requirements?

•Timeliness, Accuracy, Cost, Customer interaction, "down time for the system/application"

days

PP

 How will I determine if the contractor is performing? Objective **PWS** Method of **Performance Threshold** Surveillance Para. 95% all reports **Valid** 1.1 Report generation from are generated Customer within three days **Complaints for** consolidated database to the reporting Timeliness period or support our submission of **Customers** report within 3

SAMPLE OF SS AND METHOD OF SURVEILLANCE

Para 1.1 Report generation from consolidated database to support our Customers.

What is important in each of these requirements to you?

- Timeliness, Accuracy, Cost, Customer interaction, "down time for the

Sys	tem/applica	Name of the Control o	Performance	Method of	
- H	Objevijel I de	Reram i	nteristhe co	rSbryeillange is	
Bor.	forming? Report	1.1	95% all reports	Valid	
7/2/	generation from	92.758	are generated	Customer	
	consolidated		without errors	Complaints for	
S	database to		S-CHO STATE	the reporting	
	support our			period	
	Customers		Accuracy		
			ACCO.		

REMEDIES

Negative Incentives

- **♯** Increased assessments
- **CPAR** statements
- **Award Fee Monies**
- **#Inspection of Services Clause**

One size doesn't fit all!!!

INSPECTION OF SERVICES FAR 52.246-4

- **♯**This clause is in every service contract
- **♯Gives the QAPs authority to perform inspections**
- **♯**Provides the means for reduction of fee/price (amount = importance to contractor)
- **#Allows re-performance if possible at** no additional cost

AUTHORITY TO INSPECT

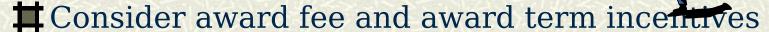
- **Implied Authority**
 - * Contracting Officer

- **Expressed Authority**
 - * QAPs



INCENTIVES

Positive Incentives (as applicable)



- **Exercising of options**
- Reduced assessment
- Performance incentive (Bonus on a FFP contract)
- Newspaper article on merits of contractor
- Participation in enterprise type meetings

Doesn't have to be monetary

SELECT THE RIGHT CONTRACTOR



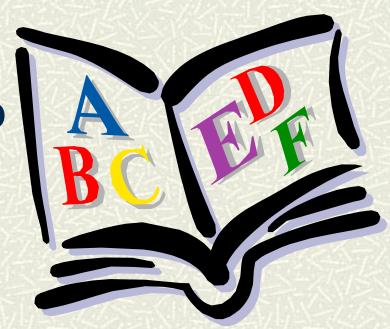
- Compete the solution.
- Emphasize past performance in evaluati
- Use oral presentations and other opport to communicate
- Use best-value evaluation and source sel
- Assess solutions for issues of conflict of

PAST PERFORMANCE INFORMATION (PPI)

- **♯**Enhance market research
- **#** Help establish competitive range and make award decisions
- **♯** Provide a basis for discussing progress with contractors
- **#**Help decide whether to exercise contract options
- **Award decisions on task orders**
- **#**Aid in developing acquisition strategies
- **Recognize good performers**

CONTRACTOR PERFORMANCE ASSESSMENT REPORTING SYSTEM (CPARS)

- **Annual requirement**
- **♯** Contracts at or over \$1,000,000 (Aggregate Total)
- **★**AF adopted the Automated Navy System (www.cpars.navy.mil)
- **Information is for "Official Use Only"**



MANAGE PERFORMACE

Keep the team together

Adjust roles and responsibilities
 _{Manage}
 Assign accountability for managing mance.

contract performance.

• Add the contractor to the team at a formal "kick-off meeting.

• Regularly review performance in a contract Performance Improvement Working Group.

Ask the right questions.

CONTENTS OF LOCAL REQUIREMENTS PACKAGES



STANDARD REQUIREMENTS

- **♯** Form 9 with at least three suggested sources
- **#Justification & Approval (J&A) if ≥\$100K** and not awarded competitively (AFFARS 5308.404(b)(2))
- **Requirement written IAW AFI 63-124 with a Services Summary (SS)**
- **♯** Performance Plan (PP)
- **♯QAP Nomination Letters (at least one primary and one alternate assigned per contract)**

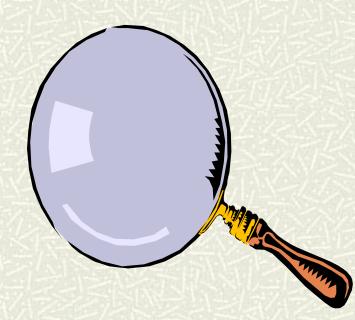
A&AS REQUIREMENTS

- **▼**Form 9 with at least three suggested sources
- **■** Justification & Approval (J&A) if ≥\$100K and not awarded competitively (AFFARS 5308.404(b)(2))
- **Decision Determination Document (DDD)**
 - * Staff Summary if over \$50K
 - * Exemptions
- **Requirement written IAW AFI 63-124 with a** (SS)
- **Performance Plan (PP)**
- **■QAP** Nomination Letters (at least one primary and one alternate assigned per contract)

GSA REQUIREMENTS

- **▼** Form 9 with GSA Contract # and at least three suggested sources for a multi-source schedule and one source for a single-source schedule
- **Sole Source Justification Document if ≥\$100K**and not awarded competitively (AFFARS
 5308.404(b)(2))
- **Requirement written IAW AFI 63-124 with a** SS
- **Performance Plan (PP)**
- **QAP Nomination Letters (at least one primary and one alternate assigned to each contract)**

QUALITY ASSURANCE POST AWARD



CONTRACTOR'S QUALITY CONTROL PLAN

- Contractor's Plan for Assuring that the Services conform to the Requirement (Section I)
- **Includes Inspection and Test Criteria**
- **Policies**, Procedures and Practices
- **Delivery within Allowable Tolerances**
- **Quality Planning Procedures**



CONTRACT ASSESSMENT

- ***Scheduling**
- **Performing**
- ***Documenting**

SCHEDULING ASSESSMENTS

- **# Use QA Monthly Schedule Template**
- **#** Schedule monthly assessments of SS items
- **#Send** a copy to the CO
- **Retain a copy for your records**

PERFORMING ASSESSMENTS

- **#Perform assessments IAW**procedures set forth in the PP per
 performance assessment guides
- #If assessment methods need to be changed revise the PP and send copies to who has a copy of the original PP

DOCUMENTING ASSESSMENTS

- **♯** Document assessments as it is accomplished
- **#** Use the Performance Assessment Report (PAR) Template

UNACCEPTABLE RESULTS OF ASSESSMENTS

- #If government actions caused the unacceptable performance, take steps to prevent it in the future
- **♯** If not government caused inform the contractor's on-site representative
- **# Document on the Corrective Action Report (CAR) and send to the CO**
- **♯**If the contractor disputes the results of the assessment refer them to the CO

QAP CONTRACT FILE

- **QAP Nomination/Appointment letter**
- **#QAPs Duties & Responsibilities Letter**
- **#CO's Duties & Responsibilities Letter**
- **#Phases I & II Training Certificates**
- **Memo for Records/Corresponder**
- **#Records of Inspection**
- **# Discrepancy Reports**
- **♯ Certification of Services**

ADDITIONAL TRAINING

- **#This training serves as Phase I**QAP Training
 - * Refresher Training will be provided when changes occur
- **#Your Contract Administrator**will schedule you for Phase II
 Training
 - * Contract Specific Training
 - *Training is required every time a new contract is awarded

QUESTIONS?

Student Evaluations

#Certificates

https://hillnet.hill.af.mil/HAFB/ALC/PK/newco ntracting/Resources/QualityAssurance/Qual ityAssurance.asp